

DOCUMENT RESUME

ED 248 209

SP 025 071

TITLE Final Recommendations of the Commission on Quality Teaching.

INSTITUTION Maryland State Board of Education, Baltimore.

PUB DATE Oct 82

NOTE 71p.

PUB TYPE Viewpoints (120) -- Reports - Descriptive (141)

EDRS PRICE MF01/PC03 Plus Postage.

DESCRIPTORS Admission Criteria; Beginning Teachers; *Educational Policy; Elementary Secondary Education; Faculty Development; Government Role; *Program Improvement; *State Standards; Teacher Certification; *Teacher Education; Teacher Effectiveness; Teacher Evaluation; *Teacher Improvement; Teacher Qualifications; Teacher Salaries; Teaching Conditions

IDENTIFIERS *Maryland

ABSTRACT

Eight priority recommendations are outlined for attracting and preparing teachers, developing the new teachers, improving the teaching climate, and rewarding effective teaching. Consideration is given to issues related to effective teaching within the framework of seven areas: (1) early student interest; (2) entry into teacher education; (3) professional education; (4) certification; (5) probationary support and assessment for beginning teachers; (6) maintaining the quality of the experienced teacher; and (7) teacher reward systems. Additional recommendations include statements on: (1) improving the public image of teaching; (2) equity guidelines for education programs; (3) career options; (4) state and local responsibilities for teacher improvement; (5) compensation and leave policies; (6) teacher evaluation; (7) allocation of educational resources; (8) supervisory responsibilities; and (9) the role and function of institutions of higher education in supporting the professional development of teachers. A rationale accompanies each recommendation. A minority report, taking exception to or wishing to change some of the recommendations, is included. (JD)

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FINAL RECOMMENDATIONS OF THE COMMISSION ON QUALITY TEACHING



Presented to
THE MARYLAND STATE BOARD OF EDUCATION
200 West Baltimore Street
Baltimore, Maryland 21201

October 1982

ED248209

SP 025 071

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ACKNOWLEDGEMENTS

The Commission on Quality Teaching wishes to pay tribute to the leadership of William Sykes who served as the chairperson of the Commission until June 1982. Mr. Sykes, who resigned to accept the position of Special Assistant to Governor Hughes, was especially effective in working with the many groups that produced the draft recommendations which have become an important part of this document.

The Commission also wishes to express its appreciation for the excellent staff support provided the Commission by the following members of the Maryland State Department of Education:

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THE COMMISSION ON QUALITY TEACHING

PREAMBLE

In April 1981 the Maryland State Board of Education appointed the Commission on Quality Teaching. The State Board charged the Commission to consider the issues related to quality teaching within the framework of the following seven areas:

1. Early Student Interest
2. Entry into Teacher Education
3. Professional Education
4. Certification and a Certification Examination
5. Probationary Support and Assessment
6. The Experienced Teacher
7. Teacher Reward System

The difficulties involved in addressing the issues related to "quality teaching" are not to be minimized. In the first instance, it must be made clear that any effort to improve the quality of teaching is not an attack upon teachers or the teaching profession. Second, the act of studying ways to enhance the overall quality of teaching must not be viewed as an indictment on education generally, or public education specifically.

Another inherent difficulty in attempting to look at any part of a huge enterprise is the problem in isolating the issues involved in

that endeavor. One could make a case for being unable to study any issue in education without looking at the entire society. On a smaller scale, teaching cannot be reviewed without a substantial study of school administration, educational governance, parent involvement, support personnel, and related issues. Finally, the Commission fully recognizes the impact of state education laws and bylaws, the importance of local school boards and of the concept of local control of education and of the negotiations process as we frame our recommendations on quality teaching.

The process of improving the quality of teaching is not one which has its beginning or its ending in a single report. Rather, it is a continuing endeavor which is in need of constant reassessment. At the same time, we urge that our report not be set aside after having been read and treated as an interesting bit of reading, but not a critical piece of public policy. What we are dealing with in this report is the future of our state, since no single institution has more direct bearing on the ability to cope with the problems of the future than that complex, dynamic, all-encompassing set of systems and subsystems which we identify as education. We hope the public agrees with us and will subject our recommendations to careful scrutiny.

More importantly, we hope that these recommendations will become the basis for generating the kind of activity that Maryland must initiate to maintain its position of leadership among the states in terms of the quality of public education that we offer.

PRIORITY RECOMMENDATIONS

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ATTRACTING AND PREPARING TEACHERS

Recommendation 1—Scholarship Loans for Teacher Education Candidates

A scholarship loan program should be established by the General Assembly and these loans should be available in both Maryland public and nonpublic higher education institutions for the purpose of attracting candidates into the teaching profession. Loans shall not exceed the average state college/university tuition in Maryland.

Further, it is recommended that these loans be designated for three categories:

1. Academic discipline areas that are currently, or are becoming, under-enrolled in order to meet projected teacher shortages, as based upon annual determination by the Maryland State Department of Education (MSDE).
2. Scholastically superior and/or highly talented students in Maryland secondary schools and undergraduate higher education.

3. Teacher candidates interested in teaching in geographic areas of Maryland that currently are, or are beginning to experience teacher shortages, based upon annual determination by the MSDE.

It is further recommended that such scholarship loans be forgiven at the rate of twenty-five percent per year for a period of four years for teaching in Maryland public schools. Otherwise, the loans shall be repaid within five years of graduation.

Rationale

A scholarship program which would encourage students to enter teacher education programs has a strong potential for attracting superior students. These incentives need to be developed if teacher education is to compete with other career options offering greater rewards.

Recommendation 2—Admission Requirements for Entry into Teacher Education

The Maryland State Board of Education should include among its standards for the approval of teacher education programs that a college must have among its requirements for admission into the teacher education programs that a student must:

1. Meet Maryland State Board of Education requirements on a statewide standard basic skills test (mathematics, reading, and writing). This test could be the new pre-professional Basic Skills Test being developed by the Educational Testing Service. In addition to being used for determining admissions, this information could be used for diagnosing and prescribing students' instructional needs and for improving the college programs.
2. Have a minimum 2.5 college GPA on a 4.0 scale.

Rationale

Most college teacher education programs now have some admissions requirements to teacher education programs. However, most colleges do not require the above mentioned basic skills test for prospective teachers.

Recommendation 3--Teacher Preparation

The Maryland Professional Standards and Teacher Education Advisory Board should recommend to the State Board of Education for its adoption standards for the approval of college teacher education programs which:

1. Are more prescriptive and rigorous regarding general education content courses. The pre-professional academic preparation of teacher candidates must be comprehensive and consistent state-wide in order to assure exposure to important disciplines.
2. Require an active advisory system to assure that students in teacher education programs complete a quality program in their teacher education field.
3. Require teacher education students to acquire a 2.75 GPA in their college major for them to be recommended for certification.

Rationale

The academic preparation of teachers in liberal arts is critical to the overall educational strength of the teacher. In Maryland, the requirements in general education content varies greatly among colleges and universities. In several institutions the requirements do not assure that major disciplines or areas of knowledge are studied. In particular, we note that the amount and type of required study in mathematics and the language arts differs substantially among the colleges/universities.

College students in teacher education programs should be given assistance by the college

advising system to insure that students take the appropriate courses for their programs and insure that they meet periodically with their advisers to review their program and assess progress.

To insure that college teacher education graduates have achieved high standards in the content of their college programs, they should achieve a 2.75 GPA in their college major.

DEVELOPING THE NEW TEACHER

Recommendation 1—Certification Requirements

The Maryland State Board of Education should develop a bylaw which would grant initial teaching certificates to those candidates who:

1. A. Successfully complete an approved four-year teacher education program in an accredited college or university, with a 2.75 GPA in the college major,

OR

- B. Complete a four-year accredited college or university degree program with a 2.75 GPA in the college major. This person would complete a special teacher education program designed by a college with an approved program in the person's field. This special program would be approved by the Teacher Education and Certification Branch of the Maryland State Department of Education.

AND

2. Obtain satisfactory scores on a test which would:
 - . Be selected by the Professional Standards and Teacher Education Advisory Board,

- . Include basic literacy skills, communication and computational skills, liberal arts content, content from the college major, and professional education content,
- . Be administered by the Maryland State Department of Education in cooperation with the state's colleges and universities,
- . Be taken following 1. above,
- . Be paid for by the applicant,
- . Be certified by the Maryland State Board of Education as being non-discriminatory,
- . Allow applicants who fail to retake the test or portions thereof.

Rationale

Maryland wants well educated and able teachers. In order to assure that candidates receiving teaching certificates are well prepared and effective with students, a series of steps is proposed as requirements before certification. These proposed steps recognize and promote the partnership of higher education and school systems in the preparation and selection of teachers.

Recommendation 2—Beginning Teacher Evaluation and Staff Development

The Maryland State Board of Education should pass a bylaw to develop a strong program of support for the beginning teacher. This program should provide for the following:

- . A reduced load or released time for the beginning teacher during the first year of teaching, at full salary. The beginning teacher would be provided with at least three hours of professional assistance and instructional support each week during his/her first year.
- . During the second year, the beginning teacher would be required to pass minimum statewide criteria for effective teaching. The state would be required to engage in an extensive process which would include teachers, higher education personnel, and local education administrators in the development of these criteria. At least two persons would assess the beginning teacher's performance against these criteria, one of whom would be the principal or the principal's designee. The second person would be a member of the local administrative or supervisory staff. The final evaluation would be the responsibility of the principal. All assessors would be specially trained in the use of the minimum statewide criteria.

- . Local education agencies, in cooperation with institutions of higher education, will be directed by the Maryland State Department of Education to include for new and non-tenured teachers an extensive, planned inservice program in the first year. An individual inservice plan based upon the assessment of the needs of the beginning teacher would be developed by the principal and teacher and would be implemented during the second year. These inservice programs would assure that beginning teachers receive support for their individual teaching needs and will address general needs identified by the local school system.
- . Teachers will continue to acquire tenure and be granted full initial certification after the second year when they will normally have met the minimum statewide criteria.
- . If necessary, teachers may be allowed a third year to meet the minimum statewide criteria after which certification and tenure might be granted.

Rationale

A very specific statewide program of teacher development needs to be implemented which will assure that beginning teachers have reached at least minimum levels of teaching effectiveness. It is generally agreed that college teacher

preparation programs, can, with the limited time available to them, prepare people only to begin teaching. Much more development of the teacher is needed. This program would provide for a planned program and support for teacher development.

IMPROVING THE TEACHING CLIMATE

Recommendation on Improving the Teaching Climate

The State Department and all local school systems should undertake a strong and coordinated approach to eliminate disruptive behavior in classrooms, utilizing the following elements:

1. Specific programs for teachers and supervisors on classroom climate and management.
2. Annual workshops for principals on teacher and student rights and responsibilities and on instructional leadership.
3. Establishment of a sufficient number of alternative classrooms and schools located within school systems or located regionally in Maryland to permit temporary and/or permanent reassignment of chronic and severely disruptive students whose behavior has caused multiple suspensions and continues to impede maximum learning in the classroom.

Rationale

There is a need to improve the school climate for the direct benefit of both the students

and the teachers. Where disruptive behavior can be reduced or eliminated, students will be better able to direct their attention toward positive learning experiences. Where students are motivated to learn, teachers can do their best work. Also, college students who might be attracted to the teaching profession would see it as a more attractive career option.

REWARDING EFFECTIVE TEACHING

Recommendation 1—Job Equivalent Salaries

Salaries in the teaching profession should be increased to levels which are competitive with private industry, government, and the other employers of similar professionals. The standard of determining competitive salaries should be based on comparable experience, education, and equivalent job content. In attempting to reach this goal, the Maryland State Board of Education should conduct a study to establish on a statewide basis the job equivalence between teachers and other professional occupations in Maryland in order to develop an average salary scale for teachers. Findings and implications of the study may be utilized by the local subdivisions to determine more precisely the salary schedules appropriate to each LEA.

Rationale

Public education is the keystone of our system of a free, informed, and educated democracy. The education of our young people is one of the most important responsibilities of our society. This imposes on the teacher a position of great trust and enormous responsibility. Changing social conditions make it impossible to continue to pay the teacher in indirect ways as was the

case earlier in our history, when a relatively low pay scale was accepted for a variety of social and economic reasons.

If teaching is to be a respected and attractive profession, the economic rewards must be commensurate with the responsibilities.

Recommendation 2—Ranks for Teachers

Local education agencies should be encouraged to create ranks for classroom teachers, with significantly different salary levels, in order to encourage superior teachers to remain in the classroom.

Rationale

The public has consistently urged and numerous studies of public education have concluded that outstanding teachers should be given special incentives to remain in the classroom. To accomplish this, a special rank or ranks should be established, with teachers participating fully in the process. The criteria and selection process for superior teachers must be carefully considered, established, and administered to ensure complete fairness.

ADDITIONAL RECOMMENDATIONS

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Recommendation 1—Programs to Attract Talented High School Students into Teaching

Each local school system and each of the local professional education organizations should establish programs for encouraging secondary students to enter the teaching profession. Activities for students should be considered, such as clubs, career days, visits to college programs, and special seminars or presentations by teachers and teacher educators.

Rationale

Clubs and career days for high school students who are prospective teachers help them to understand the benefits of teaching and to explore their own career objectives. These activities will help to attract bright young people into teaching who might otherwise not enter the teaching field.

Recommendation 2—Improved Public Image

The Maryland State Department of Education should take the leadership in developing a statewide public information campaign to improve public

perception of elementary, secondary, and post-secondary public education.

Further, this campaign should:

- . Involve LEAs, IHEs, and professional associations.
- . Focus on increasing the public awareness of effective programs and successful teaching-learning situations, as well as the critical needs in (a) public schools, K-12th grades, and (b) public higher education institutions.
- . Include a slogan promoting public education.

Rationale

There is a serious need for the state to enter into an aggressive campaign to see that the public perceptions of public education are made consistent with reality. While test scores are rising on a national basis and throughout the State of Maryland, many citizens are not aware of these advancements in public education. A positive promotional campaign should have a beneficial effect upon all of education, especially the work of the classroom teacher.

Recommendation 3—Career Options

All colleges and universities offering teacher education programs should include in those

programs instructional skills and content which would prepare teacher candidates for teaching positions in non-school settings.

Rationale

With limited job opportunities in teaching, there is a strong likelihood that talented people who might not otherwise choose teaching would enter teacher preparation programs if these programs provided for a variety of career options. Teacher education students interested in pursuing education careers in business might take additional courses which would prepare them for employment outside schools.

Recommendation 4—Resources to Teacher Education Programs

The State Board of Education should include among its standards for approval of college teacher education programs a requirement that colleges and universities should devote resources (especially in the area of faculty-student ratios) to teacher education programs which are at least equivalent to other undergraduate pre-professional programs.

Rationale

Colleges have traditionally allocated limited resources to teacher preparation programs which, at best, have provided only minimal support. In the present circumstances, with declining enrollments in teacher education programs, many higher education institutions are cutting back on their resources to teacher education programs. Now is the time, with teacher preparation programs under close public scrutiny, to provide excellent resources and improve the quality of teacher preparation.

Recommendation 5—Supervision of Field Experiences

It is recommended that the State Board of Education, in its evaluation of teacher education programs through the National Association of State Directors of Teacher Education and Certification (NASDTEC) Standards, require IHEs to provide staff development in clinical supervision for supervising teachers and college supervisors of field-based experiences in the preparation of teachers. It is further recommended that the Maryland State Board of Education develop collaborative arrangements between school systems and institutions to assure that (a) criteria are defined for the selection of supervising teachers, (b) the role and responsibilities of the college supervisor with the school system are defined, (c) guidelines are cooperatively designed for the

implementation of quality field experiences, and (d) financial and other incentives are developed to encourage teachers to serve as supervising teachers working with student teachers.

Rationale

No aspect of a teacher education program is more important than the field experiences which should be supervised by well-qualified college supervisors and supervising teachers in the public schools. Most teachers asked to serve in this role have no preparation and need considerable guidance in how to mold a developing teacher. Also, college supervisors often have little training in supervision. In addition, there is a need to specify the role of the college supervisor and the minimum number of times a student should be visited by a college representative.

Recommendation 6—Equity Guidelines for Preservice and Inservice Programs

The Maryland State Board of Education should develop equity guidelines which relate to race, sex, national origin, and disability and which would be employed as part of Maryland's program approval process for undergraduate and graduate teacher education programs. Guidelines should incorporate, but not be limited to: recruitment and admission of students, resources, content and experiences in teacher education curricula,

content in the undergraduate general studies component, and institutional policies, procedures, and practices.

In addition, staff development activities in local education agencies should include educational equity in the content and delivery of all training for teachers, principals, and supervisors.

Rationale

Educational inequities, often unintentional, create barriers to teacher effectiveness and student achievement. Research shows that role models, teacher expectations, and teacher and administrative behaviors can promote or inhibit the development of positive self-concept and the subsequent learning of students.

Preservice and inservice training should include the multicultural awareness, knowledge, and skills necessary to enable all students to fulfill their educational potential without limitations imposed by race, sex, national origin, or disability.

Recommendation 7—Assignment of Teachers According to Qualifications

The Maryland State Board of Education should require LEAs to assign teachers according to their teaching certificates. If it becomes necessary to assign teachers out-of-field,

all LEAs should make reasonable effort to provide retraining so that teachers will become re-certified in their new assignment within three years. The LEA superintendent will obtain the State Superintendent's approval for any out-of-field assignments.

Rationale

At the present time, the Maryland State Department of Education certifies teachers by qualifications and not by assignment; therefore, it is possible for a school system to assign a teacher to a teaching position which is not in the person's area of certification. This practice places teachers and learners at a disadvantage. The effect of this recommendation would be to provide young people with teachers who are qualified to teach in the areas of their assignment.

A survey of the northeast NASDTEC (National Association of State Directors of Teacher Education and Certification) states conducted by the MSDE staff reveals that only Maryland and one other northeast state permits teachers to teach out-of-field.

Recommendation 8—Intensive Training in Teacher Evaluation for Principals and Supervisors

The Maryland State Board of Education should encourage local education agencies to provide ongoing, intensive training in teacher evaluation for principals and supervisors including, but not limited to, that found in state law and negotiated agreements.

Rationale

Research consistently identifies the principal as the primary facilitator in establishing an effective school. An able principal can observe teachers on an ongoing basis, identify those in need of assistance, initiate inservice designed to help those teachers, and, when necessary, assist in counseling teachers who do not show improvement into another profession. Supervisors must have excellent skills in observation, conducting conferences, and providing assistance. Without these skills, they cannot perform their roles in a satisfactory manner.

Recommendation 9—State-Funded Staff Development Program

The Maryland State Board of Education should vigorously seek to obtain funds equal to a one percent add-on to the State Aid Program to be set aside to assist the State Department of Education, local education agencies, and higher education institutions in conducting effective on-the-job assessment and staff development programs. The principal use of these funds would be to give LEAs additional resources to provide support for the continuing professional development of teachers. Individual schools shall develop a staff development plan which shall address individual teacher needs; LEAs shall apply for support from these funds to provide appropriate instructional assistance.

These funds could be used to create Staff Development Centers attached to specifically identified schools in Maryland where collaborative programs would be designed and implemented to assist both preservice and inservice educational personnel in improving their instructional skills.

Rationale

Seventy-five percent of Maryland teachers are beyond the master's degree or its equivalent and are not required by Maryland certification regulations to complete any more courses or workshops. Nevertheless, there is a real need for teachers to continue to learn and grow. Consequently, an active, quality staff development program needs to be implemented by every school system. However, most systems do not have a staff development office and have limited resources to commit to this purpose. While a one percent add-on to the State Aid Program may seem ambitious, it is no more than Maryland teachers need.

Recommendation 10—LEA Long-Range Plan for Teacher Development

It is recommended that the local education agencies develop long-range plans for the inservice development of teachers. The plan should include provision for inservice in the following three areas:

1. Topics, issues, or concerns which teachers have selected.
2. Skills or content in which teacher "updating" is needed (e.g., use of microcomputers).
3. Programs mandated by the State Board of Education and the school systems (e.g., Special Education, Gifted and Talented).

Teachers should be involved in preparation of the plan. Major emphasis in the plan should be given to area one (above), and to opportunities for teachers to gain proficiency in the areas of classroom organization, instructional strategies, and classroom management. Teachers should be given the opportunity to assist with inservice presentations. Insofar as possible, these inservice opportunities should be provided during the school day. When possible and appropriate, these inservice opportunities should be offered at the local school building level.

Rationale

Teachers have ongoing inservice needs brought about by:

1. Changing classroom assignments.
2. Changing characteristics of the student population.
3. Changing curriculum needs brought about by state and local mandates, technological advancements, new knowledge generated in specific content areas, educational research, and societal changes.

These needs must be addressed if teachers are to continue to provide quality instruction. Teachers are well aware of their needs, and thus should provide input to the planning process. A long-range plan will give each LEA a basis for requesting funding from the local board and a basis upon which to plan for assistance from higher education institutions and the Maryland State Department of Education.

Recommendation 11—Establishing a Clearinghouse of Staff Development Resources and Services

The Maryland State Department of Education, in collaboration with local education agencies and institutions of higher education, should

establish and coordinate a clearinghouse for professional development resources and services which might be made available to all LEAs and IHEs for the education of preservice and inservice teachers.

Rationale

The Maryland State Department of Education has information about and access to inservice resources throughout the state, and thus can provide a broad range of assistance to individual school systems.

Recommendation 12—The Formation of Local Professional Development Advisory Councils

Contingent upon appropriate state funds, it is recommended that the State Board of Education require the formation of local professional development advisory councils (or regional councils, at local option) as a prerequisite to receiving state or federal funds for professional development activities. Professional development advisory councils should be appointed by the local boards of education after consultation with local leaders of professional associations and administrative staff. The membership should include the following:

- . Central office administrators and supervisors, including the local supervisor of professional development

- . Principals - elementary, middle, and high school
- . Classroom teachers - at least one-third of the membership
- . Higher education personnel - nominated by the heads of local Maryland higher education institutions and other institutions of local choice
- . State Department of Education personnel - nominated by the State Superintendent of Schools
- . Citizens - including parents and employers
- . Students

The responsibilities of a local professional development advisory council would be to advise the local boards of education on at least the following: local plans for professional development; plans and proposals submitted to the State Department of Education for state or federal funding or certification credit; coordination with higher education institutions; and procedures for evaluating all professional development activities or programs for local personnel.

Rationale

Each local staff development advisory council should serve as a broadly representative group which would provide guidance to the local school system in the staff development program for school personnel.

Recommendation 13—Mission Statements to Strengthen Higher Education Support

It is recommended that the governing boards of the institutions of higher education that prepare teachers and other educational personnel define the responsibilities of their own institutions as regards the continuing professional development of local school system staff.

The role, function, and mission of the institution of higher education in the support of local school system professional development activities should be clearly stated. It is recommended that the State Board for Higher Education be advised of the content and direction of these statements.

Rationale

With a clear mission of support on the part of higher education institutions to improve local

staff development programs, there is strong potential for the improvement of the instructional program for young people.

Recommendation 14—Planned Programs for Certification

Criteria for planned programs of study leading to renewal of the Standard Professional Certificate, study leading to the Advanced Professional Certificate, and renewal of the Advanced Professional Certificate should be developed by the State Board of Education. The criteria should include recognition of teacher needs in subject matter content, teaching and interpersonal skills, individual career goals, and school system needs. Credit given for work toward certificate renewal should be granted only when it is in conformance with a planned program.

Rationale

The present certification regulations provide that teachers should complete a planned program to acquire the Advanced Professional Certificate. However, no detailed guidance has been given to schools systems about the nature of this program or what a program should contain for the certificate to be renewed.

Recommendation 15—Counseling Service

An employee assistance program for teachers should be developed by each LEA to provide referral to appropriate personal and professional counseling agencies.

Rationale

Problems of a personal and professional nature can lead teachers to the need for counseling. This program would implement a formal referral service with agencies that offer rehabilitative and career guidance to employees. The system could also help those teachers who have been identified by unsatisfactory work performance.

Recommendation 16—Summer Work Experience

It is recommended that local school systems should develop links with business and industry in order to identify summertime employment for teachers in work related to an individual's teaching field.

Rationale

Experiences in business and industry can give teachers useful background material to bring to their classroom and can help them develop

new skills related to their profession, thus benefiting the teachers, the students, and the local education agency. Some types of summer work experience might be counted toward recertification credit.

Recommendation 17—Revocation/Suspension of Certificates

The Professional Standards and Teacher Education Advisory Board should continue to study the subject of revocation/suspension of Maryland teaching certificates and make recommendations to the Maryland State Board of Education of procedures for revoking or suspending certificates for administrators, supervisors, and teachers. These procedures should include due process, an appeals procedure, and provision for reinstatement upon recommendation of the local board of education.

Rationale

Maryland currently has no provision for revocation or suspension of certificates. Failure to meet certification requirements will result in non-issuance or non-renewal of the certificate or, in some cases, the issuance of a provisional, rather than standard, certificate. Once a certificate is issued, however, it remains valid for its specified period.

Most states have a process for revocation or suspension of certificates. Grounds for the action vary. A common one is a reason which would have prevented the issuance of the certificate, i.e., fraud. Another, widely used, is the conviction of a felony which directly affects the educator's ability to perform his/her job. Child abuse and narcotics distribution are other examples cited. Procedures also vary from state to state, with due process and an appeals procedure as the most common elements.

Recommendation 18--Assistance for Teachers Who Have Received Unsatisfactory Evaluations

It is recommended that the local education agencies include in their formal evaluation procedures specific opportunities for teachers who have received an unsatisfactory evaluation to request assistance in areas of identified need or weakness. A plan should be developed for the teacher which includes input from the teacher, the principal, and the supervisor.

Rationale

Teachers with unsatisfactory evaluations should be given every opportunity to improve their performance. An inservice plan can be developed to deal with the specific needs of those teachers, rather than general topics which may not address the problems those teachers are experiencing.

Recommendation 19—Non-Monetary Rewards and Incentives

1. **Public Recognition:** Distinguished teaching performance should be noted and rewarded. School systems should help parent or business groups set up programs to honor teachers for both outstanding and long-term service to the community.
2. **Peer Recognition:** Experienced teachers should be selected for positions of leadership within individual schools. Their experience should be valued as consultants to principals, as committee members, and as leaders in planning inservice training.

Rationale

One of the best ways to motivate, inspire, create high morale and esprit de corps is through recognition. The respect and prestige shown by the community at large and by the education community will make all teachers feel more highly valued.

Recommendation 20—Teacher Shortages

Financial incentives and training programs should be developed to address the need for teachers in certain critical teaching fields.

1. **Financial Incentives:** It is recommended that LEAs establish appropriate financial incentives for meeting teacher scarcity in identified areas of severe teacher shortages.

2. Emergency Training Program:

- . Teachers with a minimum of five years of successful teaching experience will, consistent with the school system's needs, be offered the opportunity to take an agreed upon number of credits per year towards achieving a certificate in a field identified by the LEA as an "area of need."
- . The teacher will be fully reimbursed for all credits taken towards certification in the identified "area of need."
- . The teacher will contract with the LEA to teach in that subject area for at least two years provided a vacancy exists at the time of certification.
- . The State Department of Education will establish a Shared Fund Grant to reimburse the LEAs one-half ($\frac{1}{2}$) the cost of tuition for each teacher enrolled in this Emergency Training Program.

Rationale

1. Financial Incentives:

The need for financial incentives is most apparent in a recent study conducted by the Maryland State Board for Higher Education which shows that beginning engineers are paid salaries double those of beginning math teachers in Maryland. Consequently, few people are graduating from math teacher education programs and those who do often change careers after a year or two of teaching. Without qualified math teachers, the schools cannot hope to prepare students

to be successful in college math programs and to fulfill the nation's needs for people with strong math backgrounds required by science and industry.

2. Emergency Training Program

The training program recommended above can be adapted to any LEA, for any area of need, as an ongoing or temporary program depending on the needs of the local. Areas of teacher shortage are as diverse as the subdivisions in the state and few are willing to predict where future shortages will occur. Therefore, the approach to a solution must be flexible enough to address the future needs of LEAs and the state. The "Emergency Training Program" could be an ongoing preventive program.

Other advantages of this plan are that:

- . Interested experienced teachers would be encouraged to utilize their proven skills in a subject area identified by the LEA as needing professional expertise,
- . Interested experienced teachers could pursue additional education without cost,
- . LEAs would be assured that present and future "areas of need" would be filled by making maximum use and preparation of the present teaching force,
- . Teachers would become more flexible within the local and the state.

Recommendation 21—Leave Policies

1. A sabbatical leave policy should be implemented by each local education agency for the purpose of professional renewal. The number and eligibility requirements of such leaves to be granted each year would be negotiated between the LEA and the teachers' organization.
2. Faculty exchange programs should be instituted to enable teachers to gain new experiences in other assignments, including teaching at different grade levels, supervision, administration, guidance counseling, curriculum development, or in higher education, business, industry, or public and private agencies. These exchange arrangements would be temporary, ranging from several months to one or two years.

Rationale

Well planned exchange programs or study leave can be powerful reinforcements for the classroom teacher. This is an investment in human capital, with benefits to the entire school system and its students as well as to the teacher. Both forms of leave could be made available to teachers after certain intervals of service. Both would enable teachers to return to teaching with renewed enthusiasm, or perhaps to seek other lines of employment instead of one for which they no longer feel well suited.

Recommendation 22—Compensation for Extra Duties

Local education agencies should include in their negotiations process a provision to pay for extra responsibilities beyond regular teaching assignments (e.g., department chairmanships, extra-curricular supervision, etc.).

Rationale

These essential school-related activities take a great deal of time and are often difficult to staff. Their importance as positions of leadership for teachers and students justifies the incentive of additional compensation.

Recommendation 23—Compensation for Graduate Education

Teachers should be compensated for the full cost of graduate education programs directly related to their professional requirements to the master level and beyond as may be required by the responsible agency. Funding the pursuit of advanced degrees would be contingent on prior approval of specified programs by the local superintendent and as provided for in the negotiated process.

Rationale

Financing of appropriate advanced degrees serves to benefit the local school system and the student as much as the teacher. It should be viewed as an investment in human capital with the resulting improvement being the quality of teaching and the achievements of the students.

Recommendation 24—A Reward Structure for Higher Education Staff Development Activities

It is recommended that the State Board for Higher Education request that the segmental governing boards review and redefine the traditional higher education workloads, definitions, reward structures, and promotional practices in schools, colleges, and departments of education in such a manner that professional development services to local school systems become of equal value with teaching, research, and publications.

Rationale

If college faculty members were encouraged to devote their talents to staff development, as well as teaching, research, and publications, they would make significant contributions to the improvement of local education agency staff development and instruction programs.

A MINORITY REPORT

A MINORITY REPORT

As may be anticipated, fair-minded people can and do look at the same information and reach different conclusions. Such is the case with several of the Recommendations of the Commission on Quality Teaching.

Because of apparent differences in perspective from other members of the Commission, we are filing this Minority Report. We hope that our point of view will be given careful consideration prior to the development of any procedures to implement the recommendations of the majority on these issues.

INTRODUCTION

Taken as a whole, there is ample reason for the teaching profession to be outraged by the recommendations, which seem to move toward greatly increased state, rather than local, control of the education process.

However, it has been the experience of the Maryland State Teachers Association (MSTA) that such reports and recommendations must be examined part by part, not by the thrust of the whole. Therefore, this Minority Report addresses only five specific recommendations where it seems that the perspective of the classroom teacher has been blatantly ignored by the majority.

RECOMMENDATIONS

DEVELOPING THE NEW TEACHER

Certification Requirements—(Recommendation 1)

MSTA is adamantly opposed to Section 1(B) of this recommendation which would rescind the present specific program requirements for initial certification outlined by the State Department of Education in the manual "Requirements for Certificates for Administrators, Supervisors and Teachers." Section 1(B) would delete all specific program requirements and substitute individually negotiated programs of study between the teacher, the institution of higher education, and the Division of Certification and Accreditation of the State Department of Education.

MSTA supports the continuation of specific course requirements for initial certification. MSTa further supports the present practice of publishing these regulations so that educators, institutions of higher education, and the public in general are fully aware of the programs of study required for certification in Maryland.

MSTA questions the need for Section 2's testing of a graduate of a Maryland-approved teacher education program. A graduate who has met the numerous requirements specified in the Commission's recommendations related to teacher

education should need no further testing. We would agree with rationale to require this test for out-of-state applicants who had not graduated from an NCATE- or state-approved program.

MSTA recommends that this entire recommendation be forwarded to the Professional Standards and Teacher Education Advisory Board which was created by the Maryland State Board of Education to study suggestions such as these.

Beginning Teacher Evaluation and Staff Development—(Recommendation 2)

MSTA strongly opposes Sections 1, 2, 4, and 5 of this recommendation because of their cost, impracticality, and narrow focus.

MSTA supports the following substitute recommendation which includes Section 3 of the Commission's recommendation:

- I. The Maryland State Board of Education should enforce, or adopt as bylaw, Resolution 1973-49, entitled Guidelines for the Evaluation of Probationary Teachers.

Rationale

This action would insure that probationary teachers across the state would receive, at a minimum, four (4) written Observation Reports and two (2) written Evaluation Reports (one each semester) during their two probationary years.

If implemented, talented probationary teachers would receive assistance and less talented probationary teachers would be non-renewed. As the use of fair and consistent observation/evaluation procedures increased, administrative staff would gain skills in providing staff development assistance to beginning, in fact, to all, teachers.

- II. Local education agencies, in cooperation with institutions of higher education, will be directed by the Maryland State Department of Education to include for new and non-tenured teachers, as part of the process, an extensive, planned inservice program in the first year. An individual inservice plan based upon the assessment of the needs of the beginning teacher would be developed by the principal and teacher and would be implemented during the first year. These inservice programs would assure that beginning teachers receive support for their individual teaching needs and will address general needs identified by the local school system.

Rationale

Many potential problems involved in teaching can be prevented if beginning teachers are given assistance and support. If a non-threatening environment exists, assessment meetings

are held regularly, suggestions for strengthening skills are provided, and sufficient support is made available both in the classroom and through inservice programs, then individual development programs for new teachers would be most effective.

In order to achieve such an environment, administrators must be highly trained, knowledgeable, and sensitive individuals. They must also be fair, objective evaluators, willing to inform new teachers of deficiencies, willing to devote time to the process, and willing to enforce the standards established by the local system.

REWARDING EFFECTIVE TEACHING

Ranks for Teachers—(Recommendation 2)

MSTA totally rejects this recommendation as a poorly disguised merit pay proposal.

Merit pay plans have consistently been demonstrated to be unworkable in the public schools. They have set quotas, used subjective criteria, increased bureaucracy, showed favoritism, and disrupted both teacher and student morale. They have been attempted for years in local districts across the nation and have been abandoned as dismal failures.

Our own Maryland State Board of Education wisely recognized the inherent problems in merit pay schemes when it rejected such a proposal in 1979. Nothing has happened to make a plan of this nature worthwhile now.

ADDITIONAL RECOMMENDATIONS

Intensive Training in Teacher Evaluation for Principals and Supervisors—(Recommendation 8)

MSTA strongly supports this recommendation as a high priority item. This is one of the few recommendations which actually attempts to deal with the school system's decision-makers and looks beyond the teacher as the source of all problems. Assigning it a lower priority emphasizes the narrow scope of the Commission's report.

Research consistently shows that the principal is the key to the effectiveness of a school. Therefore, implementation of this training plan is crucial for the success of many other of the Commission's recommendations.

Teacher Shortages—(Recommendation 20)

MSTA remains totally opposed to the concept of dealing with teacher shortages through the salary structure.

This concept is known as "differentiated salaries." Maryland has seen "differentiated salaries" before. At one time, this state paid male teachers more than female teachers, secondary teachers more than elementary, and white teachers more than black teachers. Now, this recommendation implies that math teachers should be paid more than elementary teachers.

MSTA supports the recommended Emergency Training Program as a realistic and effective method of solving the problem of teacher shortages. MSTA further supports including this recommendation among those identified as high priority items by the Commission majority.

CONCLUSIONS

As MSTA President Janice Piccinini stated in her Stewardship Report, October 14, 1982:

"Last year we extended a hand of cooperation to all who would be advocates of public education. We cautioned however that this Association would not brook those who claim on one hand to promote public education but on the other hand ignore the concerns of educators....

"The Commission on Quality Teaching was warmly embraced by the citizens of this State. Past experience has made MSTA skeptical of the independence of such Commissions but we welcomed the opportunity to address the real problems facing the profession both with the Commission and with the public.

"The draft recommendations of the Commission have been presented and we have responded to them. Our final analysis of their final report is that it is a sham....

"At a time when teachers are being laid off across this State,...when every dollar is being stretched just to maintain the status quo, the Commission was told not to consider the cost when making its recommendations. Since it was obvious that a blank checkbook didn't exist, why were the Commission members' time and taxpayers' money deliberately wasted?

"...Public hearings were scheduled across the State.... The public, believing in the independence of the Commission, testified, suggested changes were offered, staunch opposition was voiced to many proposals by many groups... In the end it really didn't matter, for last week the Commission on Quality Teaching proved once again that there is no independent thought, no desire to hear from the public, much less the practitioner... They adopted 33 of the 34 recommendations with only minor alterations....

"Issues rejected by the Commission up to three times came back as State Department staff proposals....

"This is not to say that all of the Commissions recommendations are negative from our viewpoint. In fact, we support conceptually many of the proposals. But

they all needed refinement, some obviously could never be implemented and those which would most benefit this system required a common consensus....

"MSTA warned last year that this Commission would be used as a front for pre-conceived, pre-determined "solutions" which would neither benefit the system nor recognize the concerns of educators. But we worked with the Commission; we did our research;...we were responsible participants... We offered alternative solutions which were embraced by others in the educational community and we will continue to work through the process with the hope that not all doors have been closed."

Daniel E. Collins
Vice President
Maryland State Teachers Association

Carol T. Miller
Board of Directors
Maryland State Teachers Association

Beverly C. Stonestreet
Board of Directors
Maryland State Teachers Association

**CHARGE FROM THE STATE BOARD OF
EDUCATION TO THE COMMISSION**

**MARYLAND STATE BOARD OF EDUCATION
COMMISSION ON
THE IMPROVEMENT OF TEACHER QUALITY
CHARGE OF RESPONSIBILITY**

One of the most crucial elements in helping young people learn is the quality of the classroom teacher. There are more than 40,000 classroom teachers in Maryland. Most demonstrate a range of satisfactory to superior performance. The substantial skill and dedication of Maryland's teachers have been reflected in the lives and accomplishments of most of Maryland's students for decades. Nevertheless, we fall short of providing the quality of education that is both possible and desirable. We are aggressively at work on many fronts to improve that quality. One area which we have not addressed systematically and comprehensively is that of teacher quality. There is clearly no one strategy that will yield a fundamental improvement. We must address the issues of teacher quality broadly and in concert with many lay as well as professional parties. Thus, we constitute the Commission on the Improvement of Teacher Quality.

We charge the Commission to address the following seven areas and to answer the questions, explicit and implicit, associated with each. In setting forth these areas of inquiry we do so to provide a minimum agenda for the Commission, not to limit the Commission:

1. Early Student Interest

The Commission should make recommendations of strategies that may lead highly able

secondary school students, as early as possible, to consider teaching a rewarding profession and attractive career option.

2. Entry into Teacher Education

The Commission should make recommendations concerning the criteria to be employed in selecting candidates for admission into teacher education programs. The Commission should consider in combination such factors as class rank; grade point averages; SAT and ACT scores; performance on an examination of general education (including English, mathematics, science and social studies); communication skills and structured interviews.

The Commission should recommend incentives to attract particularly able students to teacher education programs such as scholarship programs and forgiveness of tuition and/or other expenses if students teach for a specified time in high need areas like mathematics and the sciences.

3. Professional Education

The Commission should make recommendations concerning the content of programs that prepare teachers. These recommendations should include competencies to be included in the professional component of teacher education programs. Consideration should be given to competencies identified in other states as well as the National Association of

Directors of Teacher Education and Certification Standards (NASDTEC). Recommendations should be made concerning the continuing usefulness of NASDTEC and NCATE standards.

The Commission should recommend strategies to equip teacher candidates with sensitivity to issues of multicultural concerns and racial and sexual equity.

The Commission should make recommendations concerning the variety, intensity, duration and timing of required field experiences. Consideration should be given to early field experiences, student teaching, and internships. Attention should be given to defining the roles and responsibilities of the colleges and local school systems in developing and implementing and evaluating field experiences and should include recommendations concerning selecting and training cooperating teachers and college supervisors.

The Commission should make recommendations on non-traditional criteria for entrance into teaching, i.e., criteria which would allow persons to teach who are highly able and/or highly trained but who have not participated in traditional teacher training programs.

4. Certification Examination

The Commission should make recommendations concerning the development, validation, and implementation of an examination(s) which would serve as a prerequisite for initial

certification. Emphasis should be given to paper and pencil tests of communication and computation skills and knowledge of content in the chosen subject area. Little or no attention should be given to paper and pencil testing that would purport to define a "good" teacher. Particular attention should be given to the availability and usefulness of existing tests within Maryland and in other states.

5. Probationary Support and Assessment

The Commission should make recommendations concerning the probationary period of the newly certificated teacher. Areas requiring attention include: the length of the probationary period; the design and implementation of an evaluation model for assessment; support activities for the new teacher; substantive staff development activities which are supportive and related to evaluation and assessment activities; and specific training for principals and other supervisors to strengthen assistance for new teachers. In this area, the Commission should review activities related to the probationary period which are being implemented in Georgia and other states.

6. The Experienced Teacher

The Commission should make recommendations related to maintaining the quality of the experienced teacher. Areas requiring attention include: staff development;

requirements for recertification; teacher burn-out; effective performance evaluation; and the instructional leadership of the principal and other supervisors.

7. Teacher Reward Systems

The Commission should recommend strategies which encourage good teaching, entice quality persons to the teaching ranks, and maintain the best teachers in the classroom. The inquiry should include, but not be limited to, such areas as: teacher career paths; base pay, salary differentials designed to fill hard to fill teaching areas; guaranteed summer employment (in business and industry as well as in the school systems themselves); merit pay for excellence; special tax credits for teachers; and sabbaticals.

In setting forth this charge, it is clear that whatever the Commission recommends and whatever is subsequently implemented, there will be some cost. In making its recommendations, the Commission must be mindful that resources are becoming increasingly less plentiful. At the same time, the Commission must also be aware that the twenty-four school systems this year will spend over \$1 billion for instruction. That means that every \$1 million invested to improve the quality of teaching represents an increase of less than one-tenth of one percent.

We do not at this moment intend to set forth an absolute timetable for the Commission to submit to us a final report. The Commission must work with us in establishing a realistic timetable. We ask the Commission to proceed as swiftly as

rigorous thought and a quality product will allow, and to submit a progress report to us in four months. As the Commission proceeds with its work it should not hesitate to make recommendations to us which may be intelligently implemented earlier than the submission of the final report.

Little if anything done in education for the balance of this century will be more important than the product of the Commission's work if it proves to be of a first-rate imaginative quality and if we, with the help of many others, are able to implement the Commission's recommendations. In the end, our joint reward will be reflected in the lives of hundreds of thousands of our children.